



JCA Refinement Meeting

Intro Brief

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Joint Staff J-7 / JETCD

JCA Refinement Meeting Purpose



Review and adjudicate Planner (0-6) level change recommendations to the JCA Lexicon and Taxonomy IAW the Joint Capability Area Management Plan (JCAMP)

Day 1 Agenda - 15 Mar 06

0715 - 0800 Registration / Check-In

0800 - 0815 Welcome/Administrative Remarks

0815 - 0830 Opening Comments

0830 - 1200 JCA Stakeholder Implementation Presentations

1200 - 1245 Lunch (provided)

**1245 - 1630 JCA Data Call Comment Discussion /
Adjudication**

Breakout Sessions

Group 1

Joint Air Operations
Joint Land Operations
Joint Space Operations
Joint Global Deterrence
Joint Maritime & Littoral Operations
Joint Access & Access Denial Operations
Joint Special Operations & Irregular
Operations

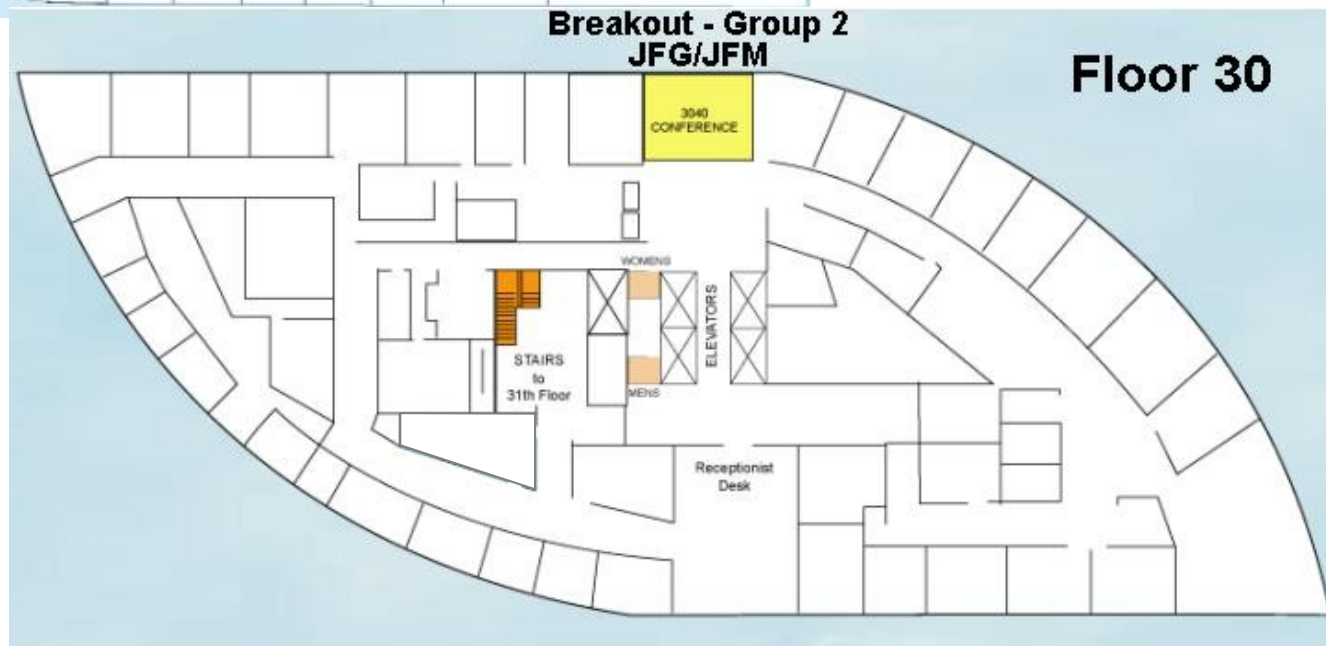
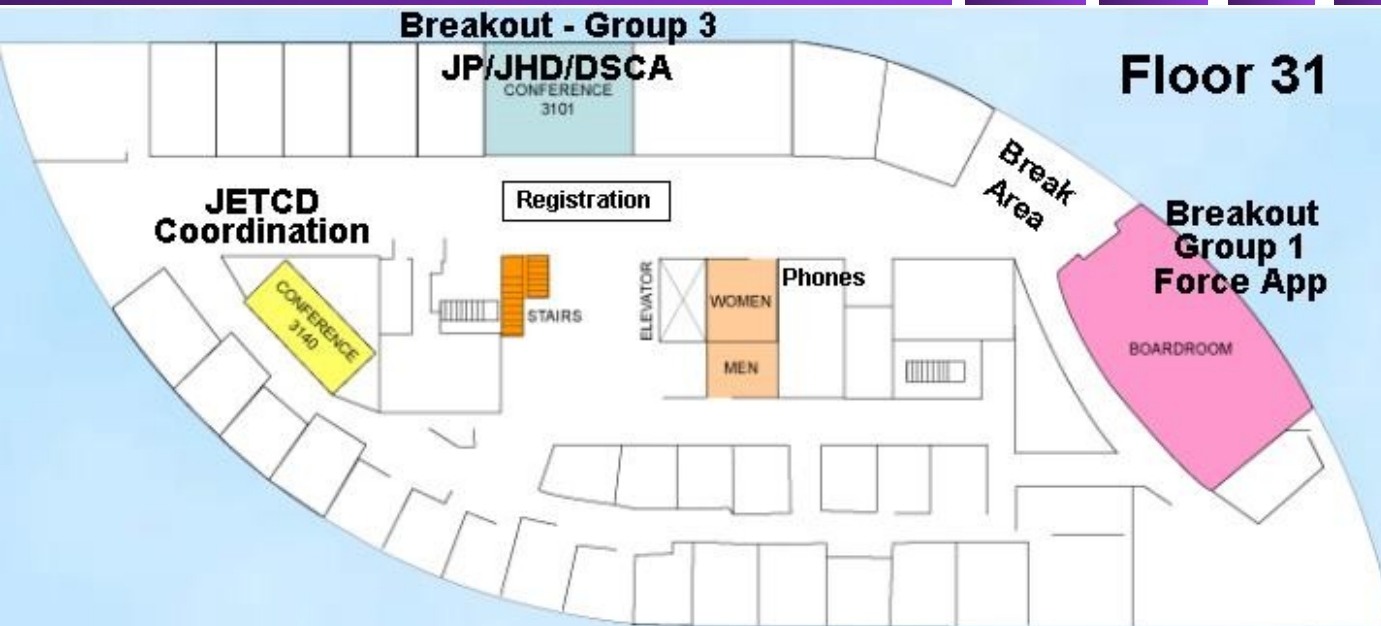
Group 2

Joint Force Generation
Joint Force Management

Group 3

Joint Protection
Joint Homeland Defense
Defense Support of Civil
Authorities

Day 1 Breakout Sessions



Day 2 Agenda - 16 Mar 06

- 0715 - 0800 Registration / Check-In**
- 0800 - 1200 JCA Data Call Comment Discussion / Adjudication continued**
- 1200 - 1245 Lunch (provided)**
- 1245 - 1330 JCAMP Discussion**
- 1330 - 1530 JCA Recommended Courses of Action Development**
- 1530 - 1630 Brief Out**

Breakout Sessions

Group 1 continued

Joint Air Operations
Joint Land Operations
Joint Space Operations
Joint Global Deterrence
Joint Maritime & Littoral Operations
Joint Access & Access Denial Operations
Joint Special Operations & Irregular Operations

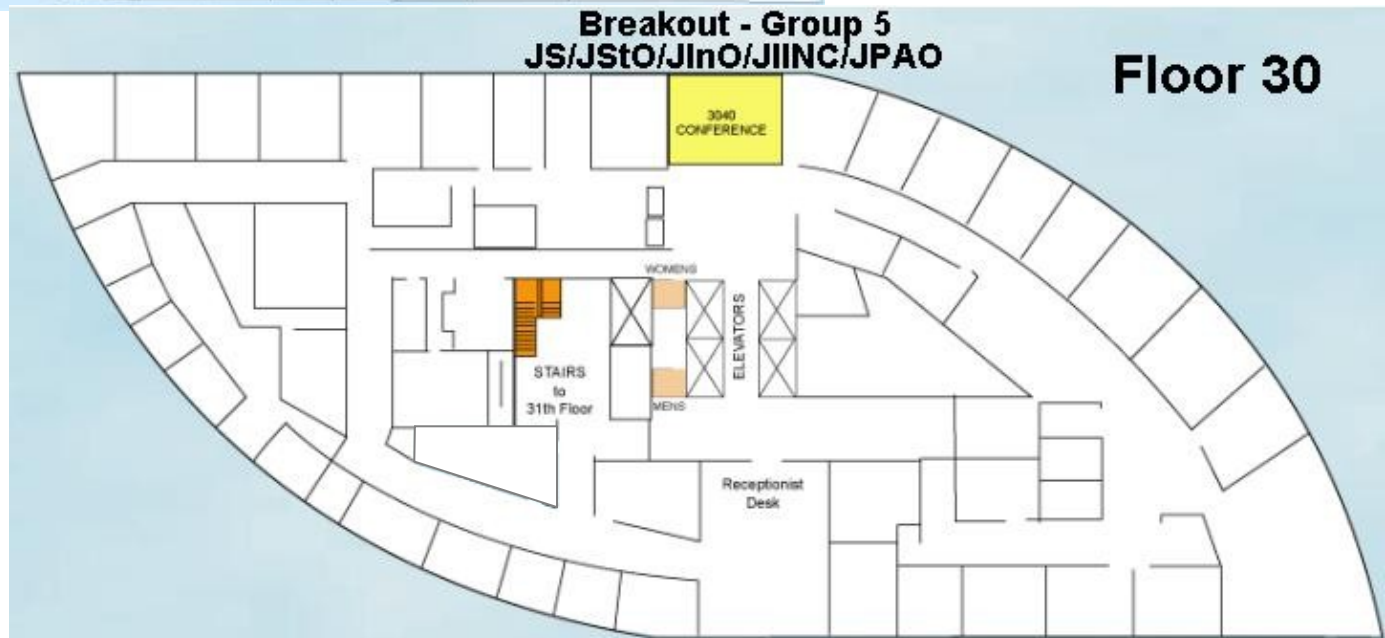
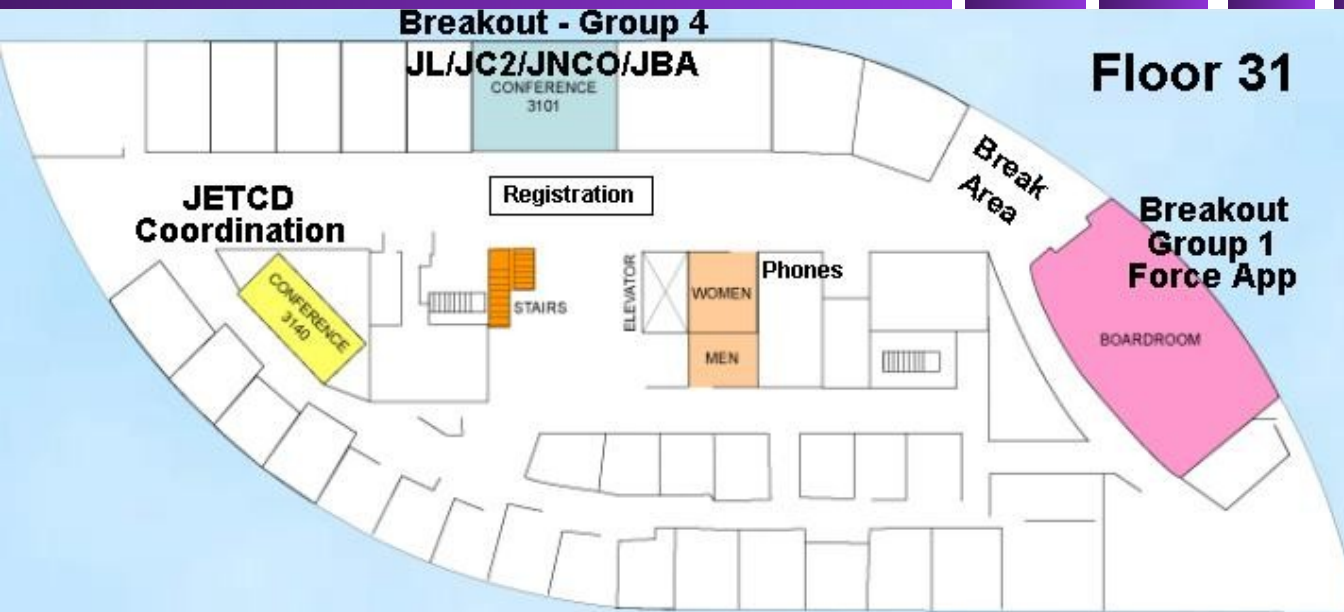
Group 4

Joint Logistics
Joint Command & Control
Joint Net-Centric Operations
Joint Battle Space Awareness

Group 5

Joint Shaping
Joint Stability Operations
Joint Information Operations
Joint IGO/NGO Coordination
Joint Public Affairs Operations

Day 2 Breakout Sessions



Telephone Use



Incoming Calls

Support staff will be available to receive incoming calls. Messages will be posted on the message board located outside the conference meeting room.

Message Phone	(703) 351- 8385
Unclassified FAX	(703) 351- 8410

Please indicate attention JCA Refinement Meeting on incoming fax header/cover sheet.

Outgoing Calls

There are several telephones located on the conference room floor. All long distance calls should be charged to a credit card, collect or billed to a third party. DSN lines are not available.

Use of Cellular Phones

Cellular phones and communication transmitting devices will be collected by the registration staff and returned at the end of each day for security reasons.

JCA Time Line

May 06 Progress Rpt

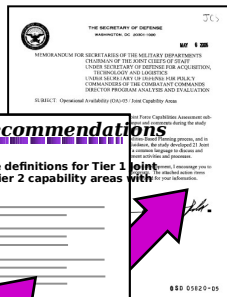
QDR re-affirmed them...



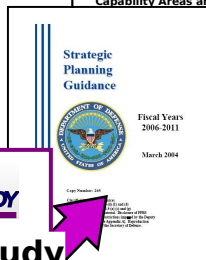
QDR Taxonomy SWG gave 6 month progress report to IPT #5 SPIWG

Refined Tier 1 & Working Tier 2 JCA Lexicon & Taxonomy delivered to IPT #5 SPIWG
31 Aug 05

JCA Tier 1 & 2 GO/FO CRC
24-25 Aug 05



OA-05 Recommendations
General:
4. CJCS continue to refine definitions for Tier 1 Capability Areas and Tier 2 capability areas with



Aldridge Study

Dec 03

OSD asked for them...

OA-05 delivered them...

SecDef directed them...

JCA Tier 1 & 2 / Business Rules GO/FO Staffing
13 May 05

Adjudication

CJCS refining them...

Expanded FCB GO/FO Mtg
3 Apr 06
JCA Refinement Mtg
15-16 Mar 06
SPG ??
QDR Report
Formal Planner-Level Data Ca
14 Dec 05
JCA OPR & Svc Coord Mtgs
Data Call Closed
24 Jan 06
JCAMP Development

CBP Strategic Direction - 2006



QDR

- Reaffirms Department's shift from Threat-Based Planning to Capabilities-Based Planning
- Emphasizes the need to manage the Department via joint capability portfolios to meet President and Combatant Commanders' needs
- Links JCAs specifically to joint capability portfolio concept
 - Initial effort includes 3 JCAs (Joint C2, Joint Net Centric Operations, Joint Space Operations)
 - Plans to expand to other JCAs
- Builds capability to inform strategic choice
 - The Department will break out its budget according to JCAs
- Lauds PACOM's efforts (Linking Plans to Resources) to map resource needs to plans and operations
 - Working to expand program to enable Department-wide assessment of JCAs

JCA Refinement Meeting - Rules of Engagement

- **Tier 1 - SecDef approved; minor adjustments considered, no major changes can be made at this forum**
- **Tier 2 - CJCS developed (work in progress); all comments considered**
- **OPRs will out brief all critical comments, un-resolved substantive comments, and other decisions with wide-ranging impact**
- **JCA Coordinator may elevate issues to the next higher level until a resolution is achieved. Forum for resolution is issue dependent**

Expectations / Deliverables

• 16 Mar (Out-brief)

Completed CRMs

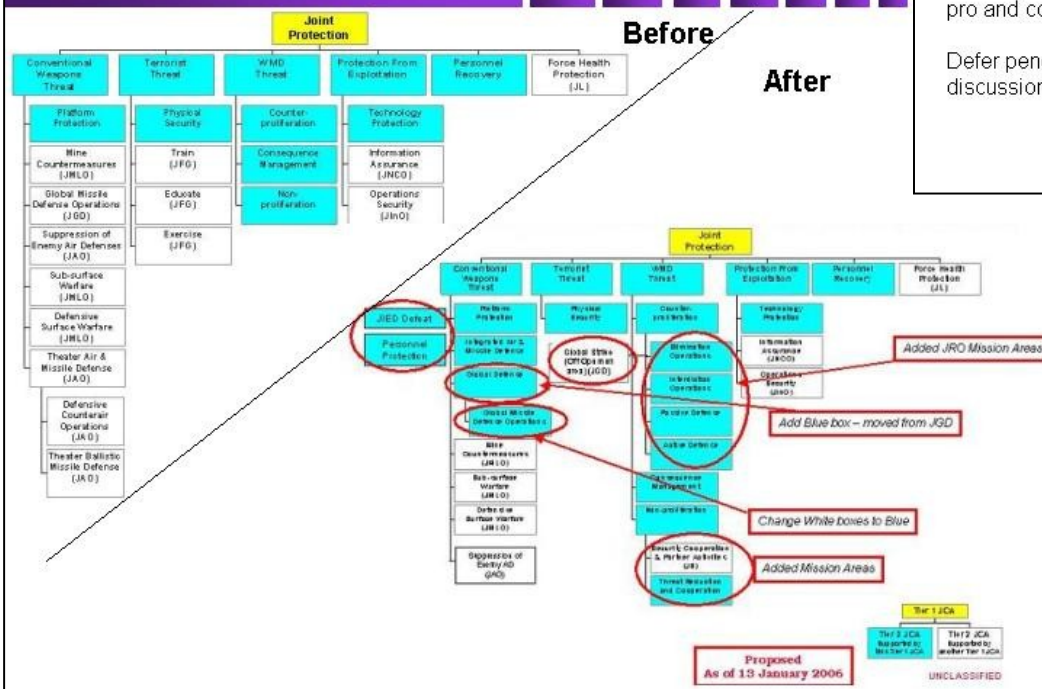
Completed Quad-charts

• 23 Mar - Recommended Taxonomy

JCA Taxonomy

Before

After



JHNC – JT FCB

Tier 1 – Comment 44, 78

Substantive Issue (Submitting Organization)

Recommendation: Delete Joint Interagency/IGO/NGO Coordination as a Tier 1 JCA, and include it within the Joint Command and Control JCA.

Rationale: Coordination is an element of Command and Control.

Pros / Cons

Pros:

- JHNC expertise not in JT FCB
- Simplifies JCA Structure

Cons:

- JHNC expertise not in C2 FCB
- JHNC Force Training high COCOM priority
- Reduces visibility of key component of Unified Action

JCA OPR Position – A/R/P/D

Recommendation has strong support both pro and con.

Defer pending additional cross-FCB discussions

Follow-on

Adjudication Level

UNCLASSIFIED

11

Deliverable Examples

11

UNCLASSIFIED

JCA Data Call Results



Yielded over 400 comments:

- **Tier 1 - 63 comments**
 - 18 critical
 - 37 substantive
- **Tier 2 - 287 comments**
 - 43 critical
 - 200 substantive
- **Usefulness of JCAs -**
55 comments with several common threads

Common Threads



- **Department level Implementation plan**
 - **Must be directive nature as opposed to SecDef memo's "where appropriate"**
 - **Need to determine lead author... OSD or JCS... but both must be involved**
 - **Must integrate all DoD processes - *"How are others using JCAs?"***
- **JCAMP needs additional work**
 - **Consistency**
 - **Blue Box / White Box**
- **Change JCA Construct**
 - **Doctrinal approach**
 - **Systems engineering approach**
 - **Functional approach focused on effects**

- **7 Mar - JCA Refinement Meeting pre-brief to 06 FCB integration mtg**
- **15/16 Mar - JCA Refinement Meeting**
- **21 Mar - Hot wash COCOM comments at FCB Integration Meeting**
- **23 Mar - Revised Taxonomy slides due to J-7**
- **28 - 30 Mar - JROC Hub trip**
- **3 Apr - Expanded FCB GO/FO/SES integration meeting (0830-1030, JS Conf Rm, JWICS VTC available)**
- **Apr - Prepare May 06 progress report to meet SecDef action item**
 - **Re-convene JCAMP Writing Team**
- **Apr/May - Vet progress report with JCB, Ops Deps, JROC, JCS as appropriate**
- **May - Deliver progress report to SecDef**



Back-up

JCA Assessment of Usefulness

Need a DoD level JCA implementation plan or directive

- *Publish a development roadmap/implementation plan that clearly defines the business rules to be followed, prior to continued development/ refinement of the JCA Taxonomy and Lexicon. A rule set needs to be established to ensure a coherent and consistent Taxonomy and Lexicon capabilities framework. The current Taxonomy construct is confusing due to inconsistencies in logic and detail. The JCAMP (when published) will address “how” proposed changes will be approved (or disapproved), but does not establish guidelines to govern further development and refinement. (MCCDC)*
- *“If the department intends to accurately map every nickel of TOA to the JCAs, the JCA taxonomy and lexicon should be expanded to incorporate ‘capabilities’ encompassing corporate/ institutional governance requirements and processes. Additionally, business rules outlining the “how to’s” for mapping TOA to the JCAs should be developed and implemented.” (SOUTHCOM J8)*

JCA Assessment of Usefulness

How are these to be used?

- *Currently FCBs do not have visibility of the status of JCA use by other agencies. JFCOM has reportedly completed mapping UJTLS to JCAs and OSD PA&E has completed initial mapping of PEs to JCAs. (JS J8/DDFP)*
- *There is a good deal of confusion on the purpose of the JCAs. Develop a clear, concise, overarching definition of the JCAs which includes their task, purpose, and expectations for implementation and end state (what we will do with them). (USA G8 FDJ)*

Better linkages to CBA / JCIDS

- *“The Joint Capabilities Areas (JCAs) have not been integrated into the JCIDS process. Ensure that the Tier 1 and 2 capabilities are defined in the Concept Development, the Functional Area Analysis (FAA), the Functional Needs Analysis (FNA) and the Functional Solutions Analysis (FSA). Then when the capability reaches the Analysis of Alternatives it may be compared with other capabilities.” (NORTHCOM J5)*
- *“Implement JCA inclusion in JCIDS documents on a trial basis and review impact in 6 months.” (USA G8 FDJ)*

Assessment of Usefulness - IPLs

Beneficial for IPL submissions

- *“The process change required to implement capabilities-based lexicon (instead of requirements-based) has been painful but worthwhile during developing the IPL documentation. The tiered JCA matrix was extremely useful to assist our Components and EUCOM FCBs translate their issues into the correct capability-based lexicon.” (EUCOM J8)*
- *Recently, FCBs initiated work on mapping existing portfolios to JCAs both at Tier 1 and Tier 2 levels. Although the effort was only conducted down to top-level Tier 2s, the effort has been helpful. FCBs have been able to identify holes in existing portfolios where capabilities have not been covered and have consequently began working on updating portfolios. Since IPL guidance has directed that COCOMs write IPLs using JCA language – updated portfolios will facilitate binning IPLs to the correct FCB. (JS J8)*
- *Beneficial as guidance for this year’s IPL input required the use of JCAs. It puts all COCOM inputs on the same level when discussing capability shortfalls from a common language standpoint. (NORTHCOM J8)*

JCA Assessment of Usefulness

Consistency:

- *“In part, the JCAs are not useful because they do not facilitate choices between alternatives. They do not facilitate choice because the JCAs are not symmetric. Every “box” in a Tier must have the same type of relationship to every other box. If one box describes an action, every other box must describe an action; if one box describes a military organization, every box must describe a military organization.” (MCCDC)*
- *“Publish a development roadmap/implementation plan that clearly defines the business rules to be followed, prior to continued development/refinement of the JCA Taxonomy and Lexicon. A rule set needs to be established to ensure a coherent and consistent Taxonomy and Lexicon capabilities framework. The current Taxonomy construct is confusing due to inconsistencies in logic and detail.” (MCCDC)*
- *“Some Tier 2 JCAs do not meet the SECDEF/Tank-approved criteria, and do NOT lend themselves to operational execution, delegation, analysis, or programming. Many of these Tier 2 JCAs may be considered leadership or “operational art”, i.e. (from JC2): “Manage Risk”, “Set Priorities Guidance/Standards”, “Assess Compliance w/Cmndr’s Intent”, etc. – these are supported more by training than “Employ the Force”-type capabilities.” (OPNAV N81)*

JCA Assessment of Usefulness



Blue Box / White Box -

- *“It is not clear what value the “white boxes” add. Are they intended to serve as indicator that the JCA is further and identically described under another JCA? Are they a method of adding a third “dimension” to a two dimensional page?”
(MCCDC)*
- *“If all Blue Boxes are Tier 2s, then they cannot be subordinate to one another. Tier 2s “Doctrine” and “Educate” (different word forms!) cannot be subordinate to Tier 2 “Develop Skills.”
(MCCDC)*
-

Assessment of Usefulness - Current JCA construct

Pro:

- *“The design of the JCA construct into four JCA types - Institutional, Functional, Operational, and Domain - is both comprehensive and flexible. The construct allows each JCA type (e.g. Institutional) to view pertinent portions of the other three from its own particular point of view.... and gain a big picture understanding of their inter-relationships and how they relate to the JCA type of primary interest.” (JFCOM J9 JPP)*
- *“This effort to refine the JCAs into a practical, useful and manageable set of areas complements JCD&E’s ongoing activities to align our concept development equities with the defense science & technology planning process.” (JFCOM J9 JCD&E)*
- *The current Joint Capability Area (JCA) construct has significant potential to be a useful paradigm to frame joint needs across a variety of Department of Defense (DoD) processes.... If used properly, will allow the Combatant Commanders, the Services and the OSD Staff to communicate and frame their needs. However, ...” (USA G37)*

Assessment of Usefulness - Current JCA construct

Con:

- *“the JCA construct is not mature enough to implement in any meaningful fashion into the on-going Army processes. The Tier 1 and Tier 2 JCA’s are a mix of operational, institutional and functional needs that are not exclusive and will cause turmoil and abuse.” (USA G37)*
- *“Apply a systems engineering methodology to JCA development. However, in order for this approach to work, it must be employed “whole cloth”. In other words, the basic rules of functional decomposition should not be violated, at least without clear explanation as to why.” (USMC)*
- *“Many of the JCAs as written cover the entire spectrum of Conflict for all services and thus the portfolio it generates for systems is nearly the entire suite of Department of Defense systems. This minimizes usefulness for evaluating materiel solutions (including technologies) against capabilities. Look at an alternative of a set of enabling portfolios that are narrowly defined such as C2, Logistics, Battlespace awareness that support a set of effects portfolios for Land, Air and Maritime Effects. This would allow you to examine portfolios needed for specific operations. ” (OUSD(AT&L)/DS)*